



City of Portland, Oregon Bureau of Development Services

Land Use Services

FROM CONCEPT TO CONSTRUCTION

Chloe Eudaly, Commissioner Rebecca Esau, Director Phone: (503) 823-7300 Fax: (503) 823-5630 TTY: (503) 823-6868 www.portlandoregon.gov/bds

Date: February 13, 2018 **To:** Interested Person

From: David Besley, Land Use Services

503-823-7282 / David.Besley@portlandoregon.gov

NOTICE OF A TYPE II DECISION ON A PROPOSAL IN YOUR NEIGHBORHOOD

The Bureau of Development Services has approved a proposal in your neighborhood. The mailed copy of this document is only a summary of the decision.

The reasons for the decision are included in the version located on the BDS website http://www.portlandonline.com/bds/index.cfm?c=46429. Click on the District Coalition then scroll to the relevant Neighborhood, and case number. If you disagree with the decision, you can appeal. Information on how to do so is included at the end of this decision.

CASE FILE NUMBER: LU 17-259760 CU

GENERAL INFORMATION

Applicant: Rachel Felty

4915 NE 28TH AVE Portland, OR 97211

Owner/Applicant: Caleb and Catherine Aring

5400 NE 23rd Avenue Portland, OR 97211-6336

Site Address: 4915 NE 28TH AVE

Legal Description: BLOCK 2 LOT 19, ELBERTA

 Tax Account No.:
 R242300310

 State ID No.:
 1N1E24BC 02200

Quarter Section: 2533

Neighborhood: Concordia, contact Garlynn Woodsong at 503-936-9873

Business District: Soul District Business Association, contact at

out reach @nne baport land.org

District Coalition: Northeast Coalition of Neighborhoods, contact Jessica Rojas at 503-

388-5030

Zoning: R5ah (Single-Dwelling Residential 5,000 with Alternative Design

Density ("a") and Aircraft Landing ("h") overlay zones)

Case Type: CU - Conditional Use Review

Procedure: Type II, an administrative decision with appeal to the Hearings Officer.

Proposal:

The owner of the two-story (with a partial third story), 5-bedroom house went through a Conditional Use Review in 2014 (14-157692) approving a three-bedroom Bed & Breakfast facility (now referred to as an Accessory Short-Term Rental (ASTR)) at this address. At that

time, this was a 4-bedroom house; however, in 2015, an existing garage was converted to a bedroom. The applicant is a full-time renter and caretaker who resides at 4915 NE 28th Avenue, and requests Conditional Use approval to operate a 4-bedroom Type B ASTR facility at this address. The house would have four ASTR guest rooms that would be rented together to as one unit to a single group or family, rather than rented separately, with the maximum number of guests limited to 9 adults per group. No exterior alterations to the house are proposed. No outside employees, food or beverage service, or commercial events are proposed. Proposed house rules would require outside and rooftop quiet hours starting at 9pm on weekdays and 10 pm on weekends.

Type B ASTRs are allowed in residential zones when the proposal meets the approval criteria and applicable standards. The regulations are intended to allow for efficient use of houses in residential areas if the neighborhood character is maintained. The regulations also provide an alternative form of lodging for visitors who prefer a residential setting.

Relevant Approval Criteria:

In order to be approved, this proposal must comply with the approval criteria of Title 33. The relevant criteria are in Zoning Code Section 33.815.105: Conditional Use Approval Criteria for Institutional and Other Uses in a Residential Zone.

ANALYSIS

Site and Vicinity: The site is located on the west side of NE 28th Avenue, between NE Alberta Street to the north and NE Wygant Street to the south. The site is developed with a 2,964 square foot 2-story residence with a partial third story. A driveway, approximately 24 feet in length, is accessed from NE 28th Avenue, with two additional parking spaces accessed from an alley to the rear of the property. Neighboring properties on NE 28th Avenue are developed with a mix of one-story and two-story single-dwelling houses. The site is located about 150 feet south of a mixed-use commercial corridor along NE Alberta Street.

Zoning: The R5 zoning designation is one of the City's single-dwelling residential zones, which are intended to preserve land for housing and to promote housing opportunities for individual households. The development standards work together to promote desirable residential areas by addressing aesthetically pleasing environments, safety, privacy, energy conservation, and recreational opportunities. Type B ASTRs are allowed in the R5 zone when the proposal meets the Conditional Use approval criteria and applicable standards.

The site is also within the boundaries of the Alternative Design Density ("a") overlay zone, though the "a" overlay regulations are not applicable to this review. The purpose of the "a" overlay zone is to focus development on vacant sites, preserve existing housing, and encourage new development that is compatible with and supportive of the positive qualities of residential neighborhoods. The Aircraft Landing overlay zone ("h") is not applicable to this review. The Aircraft Landing overlay zone provides safer operating conditions for aircraft in the vicinity of Portland International Airport by limiting the height of structures and vegetation.

Land Use History: City records indicate one prior land use review for this site. In 2014, a Conditional Use Review (file # LU 14-157692 CU) approved a three-bedroom Bed & Breakfast facility (now referred to as an ASTR) at this address with the conditions that the "house rules" provided be continually enforced and that rentals be limited to single-tenancy rental of the entire residence (with the exception of the resident manager's room).

Agency Review: A "Notice of Proposal in Your Neighborhood" was mailed January 8, 2018. The following Bureaus have responded as follows:

• The Portland Bureau of Transportation responded with information concerning how the proposal meets transportation-related approval criteria. Details of this response are included below under "Zoning Code Approval Criteria." (Exhibit E-1);

- The Bureau of Environmental Services (BES) stated that "BES has no issues related to the public services approval criterion for stormwater and sanitary service." (Exhibit E-2); and
- The Life Safety Review Section of the Bureau of Development Services (BDS) responded with no concerns and provided information regarding Building Permits (Exhibit E-3).

The following Bureaus have responded with no concerns (Exhibit E-4):

- The Water Bureau;
- The Fire Bureau:
- The Police Bureau; and
- The Site Development Review Section of BDS.

Neighborhood Review: No written responses have been received from either the Neighborhood Association or notified property owners in response to the proposal.

ZONING CODE APPROVAL CRITERIA

Conditional Uses 33.815.010 Purpose

Certain uses are conditional uses instead of being allowed outright, although they may have beneficial effects and serve important public interests. They are subject to the conditional use regulations because they may, but do not necessarily, have significant adverse effects on the environment, overburden public services, change the desired character of an area, or create major nuisances. A review of these uses is necessary due to the potential individual or cumulative impacts they may have on the surrounding area or neighborhood. The conditional use review provides an opportunity to allow the use when there are minimal impacts, to allow the use but impose mitigation measures to address identified concerns, or to deny the use if the concerns cannot be resolved.

33.815.105 Institutional and Other Uses in R Zones

These approval criteria apply to all conditional uses in R zones except those specifically listed in sections below. The approval criteria allow institutions and other non-Household Living uses in a residential zone that maintain or do not significantly conflict with the appearance and function of residential areas. The approval criteria are:

- **A. Proportion of Household Living uses.** The overall residential appearance and function of the area will not be significantly lessened due to the increased proportion of uses not in the Household Living category in the residential area. Consideration
- **B.** includes the proposal by itself and in combination with other uses in the area not in the Household Living category and is specifically based on:
 - 1. The number, size, and location of other uses not in the Household Living category in the residential area; and
 - 2. The intensity and scale of the proposed use and of existing Household Living uses and other uses.

Findings: For purposes of this criterion, the "residential area" is considered to be roughly bounded by NE Emerson Street to the north, NE Prescott Street to the south, NE 26th Avenue to the west, and NE 30th Avenue to the east (Exhibit A-1, page 3). Within the residentially-zoned portions of this area are few uses not in the Household Living category, including one church (St. Luke Community Church at NE 27th Avenue and NE Sumner Street) and one small grocery store (Food King Market at NE 29th Avenue and NE Prescott Street). Aside from the subject property, there are no Type B ASTRs in this area; therefore, the function of the identified area will remain residential.

Additionally, as there are no alterations proposed to the attached house on this site, and the house will retain the appearance of a long-term residence for a household, staff finds the Type B ASTR facility will not noticeably impact the function or appearance of the residential area. The number of occupants of the ASTR facility will be equivalent to the number of people who could reside in the house on a long-term basis, given the size of the house and the number of existing bedrooms. A condition of approval will ensure that the four ASTR guest rooms be rented together to as one unit to a single group or family, rather than rented separately as a way to limit the number of vehicle trips coming and going from the property, and thereby limit the intensity of the use.

For these reasons, and with a condition of approval limiting the number of groups, staff finds this criterion is met.

B. Physical compatibility.

1. The proposal will preserve any City-designated scenic resources; and

Findings: City-designated scenic resources are identified on the official zoning maps with a lower case "s." There are no City-designated scenic resources on the site or in the surrounding neighborhood. Therefore, this criterion is not applicable.

2. The proposal will be compatible with adjacent residential developments based on characteristics such as the site size, building scale and style, setbacks, tree preservation, and landscaping; or

Findings: While the single dwelling unit design is somewhat taller than most houses nearby (with a partial third story, while most of the surrounding houses are single and two-story) and different in exterior materials/style (made of stucco, while most of the surrounding houses are wooden or composite shake or shiplap siding), the site's lot size, building setbacks, and landscaping are comparable to other properties in the surrounding neighborhood and in the R5 zone generally. In any event, the proposed ASTR facility will operate inside the existing house, and no physical changes to the house or to the landscaping on the site are proposed with this application. This criterion is met.

3. The proposal will mitigate differences in appearance or scale through such means as setbacks, screening, landscaping, tree preservation, and other design features.

Findings: The applicant is not proposing any physical changes to the house or lot to accommodate the ASTR facility. Therefore, the proposed Conditional Use will not create any differences in appearance or scale between the subject property and neighboring properties that require mitigation. This criterion is not applicable.

- **C. Livability.** The proposal will not have significant adverse impacts on the livability of nearby residential zoned lands due to:
 - 1. Noise, glare from lights, late-night operations, odors, and litter; and

Findings: Parties, commercial meetings, and events are not permitted per the proposed "house rules" (Exhibit A), which also require outside and rooftop quiet hours starting at 10pm on weekends and 9pm on weekdays. The end of quiet hours is not noted in the house rules; therefore a condition of approval will require that the house rules be amended to extend quiet hours to 9am. Since use of the rooftop deck has the potential for significant noise and late-night impacts to neighbors, a condition of approval will require that guests do not access the rooftop deck during the 9pm weekday/10pm weekend to 9am quiet hours, and that any visitors of the short-term rental guests (*i.e.* visitors not staying on the property) do not access the rooftop deck at any time. By preventing late-night and early-morning use of the

rooftop deck by short-term rental guests, and by preventing short-term rental guests from holding parties or other gatherings, this condition of approval will limit negative impacts attributable to the ASTR facility. Another condition of approval will require the applicant to provide contact information to abutting neighbors and to neighbors across the street, so that any nuisance issues that may arise can be dealt with quickly. With these conditions of approval, no significant adverse impacts related to noise or late-night operations are anticipated.

The applicant is a full-time renter/caretaker whose responsibilities include cleaning, maintenance, landscaping, and being on-call for any issues or emergencies that arise.

No physical changes such as new exterior lighting are proposed, and the proposed "house rules" (Exhibit A) include instructions for dealing with guests' garbage that will help prevent litter. No aspect of the ASTR operation is likely to produce odors that are different from a standard residential use, or that would adversely impact neighbors.

With conditions of approval that quiet hours between 9pm on weekdays/10 pm on weekends and 9am are continually implemented and enforced, that use of the rooftop deck is limited as discussed above, and that contact information is provided to neighbors, staff finds this criterion is met.

2. Privacy and safety issues.

Findings: The back yard of the subject property is enclosed by an approximately 6-foot-tall wooden fence, promoting privacy for abutting neighbors if short-term rental guests use the back yard. As noted above, since use of the rooftop deck has the potential for significant privacy impacts to neighbors, a condition of approval will require that guests do not access the rooftop deck during the 9pm/10pm to 9am quiet hours, and that any visitors of the short-term rental guests (*i.e.* visitors not staying on the property) do not access the rooftop deck at any time. By preventing late-night and early-morning use of the rooftop deck by short-term rental guests, and by preventing short-term rental guests from holding parties or other gatherings (on the rooftop deck or elsewhere), this condition of approval will limit negative impacts attributable to the ASTR facility.

No adverse safety impacts are anticipated. The Fire Bureau has reviewed the proposal and responded with no concerns (Exhibit E-4). To further ensure safety, a condition of approval will require the applicant to obtain an inspection verifying the building code, smoke detector, and carbon monoxide alarm requirements in Zoning Code Section 33.207.050.B.4 are met for each bedroom to be rented.

With conditions of approval that use of the rooftop deck is limited as discussed above, and that an inspection verifies the requirements of Zoning Code Section 33.207.050.B.4 are met, staff finds this criterion is met.

D. Public services.

- 1. The proposal is supportive of the street designations of the Transportation Element of the Comprehensive Plan;
- 2. The transportation system is capable of supporting the proposal in addition to the existing uses in the area. Evaluation factors include street capacity, level of service, and other performance measures; access to arterials; connectivity; transit availability; on-street parking impacts; access restrictions; neighborhood impacts; impacts on pedestrian, bicycle, and transit circulation; safety for all modes; and adequate transportation demand management strategies;

Findings: The Portland Bureau of Transportation (PBOT) submitted the following response (Exhibit E-1):

The subject property went through a Conditional Use Review in 2014 (14-157692) and received approval for a 3-room ASTR. The current application is to add one additional room (created via conversion of an existing garage) to result in a 4-room ASTR. PBOT supported the applicant's prior Conditional Use request for a 3-room ASTR with the condition that the rental of the home be limited to a single-tenancy rental of the entire home.

The impact upon on-street parking is one of the more common concerns with this type of use within a residential neighborhood. In relation to the prior Conditional Use request, the applicant provided a parking survey that included available onstreet spaces on both sides of NE 28th (Alberta to NE Wygant). Based upon the information provided by the applicant, there are a total of 43 on-street spaces within the study area.

The survey was conducted at various times in order to capture the residential peak periods. This included a survey of existing conditions at 6:00am and 10:00pm on a Wednesday. The results of the survey indicated that there were a total of 16 onstreet parking spaces available within the study area at 10:00pm and 17 spaces available at 6:00am. The applicant also submitted additional on-street parking information for an expanded study area that included NE Wygant (north and south sides) and NE 27th (east and west sides). The results of this expanded study also found that there is on-street parking available in the vicinity of the site.

Since the approval of the prior Conditional Use, there has been no significant development approved on the subject block that would contribute to any substantial reduction in the supply of on-street parking in the vicinity. Accordingly, the existing on-street parking conditions are anticipated to be substantially consistent with those identified in the prior survey.

Conservatively, a 4-room ASTR could potentially generate the demand for one additional parking space over the previously approved 3-room ASTR. However, given the condition that the rental of the residence be limited to a single tenancy, the addition of one more room for rent is not anticipated to result in a significant increase in vehicle trips to this site or additional demand for on-street parking. However, there is a sufficient supply of on-street parking in the vicinity to accommodate occasional overflow parking from the proposed use.

Transportation System Development Charges (Chapter 17.15)

System Development Charges (SDCs) may be assessed for this development. The applicant can receive an estimate of the SDC amount prior to submission of building permits by contacting Rich Eisenhauer at 503-823-6108.

Driveways and Curb Cuts (Section 17.28)

Curb cuts and driveway construction must meet the requirements in Title 17. The Title 17 driveway requirements will be enforced during the review of building permits.

Recommendation

PBOT has no objection to the proposed Conditional Use subject to the following:

1. Rental of the home shall be limited to single-tenancy rental of the entire residence.

Based on PBOT's analysis, and with a condition of approval limiting rental of the home to single-tenancy, these criteria are met.

3. Public services for water supply, police and fire protection are capable of serving the proposed use, and proposed sanitary waste disposal and stormwater disposal systems are acceptable to the Bureau of Environmental Services.

Findings: The Bureau of Environmental Services, the Police Bureau, the Water Bureau, and the Fire Bureau reviewed the proposal and responded with no concerns (Exhibits E-2 and E-4). For these reasons, this criterion is met.

E. Area plans. The proposal is consistent with any area plans adopted by the City Council as part of the Comprehensive Plan, such as neighborhood or community plans.

Findings: The site is within the boundaries of the Concordia Neighborhood Plan. However, staff finds that none of the policies in this plan are specifically relevant to ASTRs in an existing home. Therefore, this criterion is not applicable.

DEVELOPMENT STANDARDS

Unless specifically required in the approval criteria listed above, this proposal does not have to meet the development standards in order to be approved during this review process. The plans submitted for a building or zoning permit must demonstrate that all development standards of Title 33 can be met, or have received an Adjustment or Modification via a land use review prior to the approval of a building or zoning permit.

CONCLUSIONS

The applicant proposes to operate a Type B ASTR facility with four guest rooms. No exterior alterations to the house or property are proposed. No non-resident employees are proposed, and no parties or commercial meetings will be held. With conditions of approval, the proposed Type B ASTR facility meets all of the applicable approval criteria and therefore should be approved.

ADMINISTRATIVE DECISION

Approval of a Type B ASTR facility within the existing single-dwelling, attached house on this site, with a maximum of four guest rooms available for rent at a time, as shown on the approved plans, Exhibits C.1 and C.2, signed and dated February 7, 2018, and subject to the following conditions:

- A. The four or fewer bedrooms used for short-term rental must be rented together as one unit to a single group or family, rather than rented separately. The maximum number of guests for each group shall be limited to 9 adults.
- B. Before the Type B ASTR can operate, the phone number and e-mail address of the ASTR operator must be provided to neighbors abutting and directly across the street alley from the site.
- C. Whenever short-term rental use occurs on the site, quiet hours between 9pm on weekdays/ 10pm on weekends and 9am must be continually implemented and enforced. ASTR guests must not access the rooftop deck during these quiet hours, and any visitors of the short-term rental guests (*i.e.* visitors not staying on the property) may not access the rooftop deck at any time. The requirements of this condition shall be included in the "house rules" (Exhibit A), with a copy of the "house rules" provided to all groups prior to their arrival.

D. Before the Type B Accessory Short-Term Rental can operate, a fee paid inspection must be purchased from BDS to confirm that the building code, smoke detector, and carbon monoxide alarm requirements of Zoning Code Section 33.207.050.B.4 are met.

Staff Planner: David Besley

Decision rendered by: ______ on February 7, 2018.

By authority of the Director of the Bureau of Development Services

Decision mailed: February 13, 2018

About this Decision. This land use decision is **not a permit** for development. Permits may be required prior to any work. Contact the Development Services Center at 503-823-7310 for information about permits.

Procedural Information. The application for this land use review was submitted on October 23, 2017, and was determined to be complete on January 2, 2018.

Zoning Code Section 33.700.080 states that Land Use Review applications are reviewed under the regulations in effect at the time the application was submitted, provided that the application is complete at the time of submittal, or complete within 180 days. Therefore this application was reviewed against the Zoning Code in effect on October 23, 2017.

ORS 227.178 states the City must issue a final decision on Land Use Review applications within 120-days of the application being deemed complete. The 120-day review period may be waived or extended at the request of the applicant. In this case, the applicant did not waive or extend the 120-day review period. Unless further extended by the applicant, **the 120 days will expire on: May 2, 2018.**

Some of the information contained in this report was provided by the applicant.

As required by Section 33.800.060 of the Portland Zoning Code, the burden of proof is on the applicant to show that the approval criteria are met. The Bureau of Development Services has independently reviewed the information submitted by the applicant and has included this information only where the Bureau of Development Services has determined the information satisfactorily demonstrates compliance with the applicable approval criteria. This report is the decision of the Bureau of Development Services with input from other City and public agencies.

Conditions of Approval. If approved, this project may be subject to a number of specific conditions, listed above. Compliance with the applicable conditions of approval must be documented in all related permit applications. Plans and drawings submitted during the permitting process must illustrate how applicable conditions of approval are met. Any project elements that are specifically required by conditions of approval must be shown on the plans, and labeled as such.

These conditions of approval run with the land, unless modified by future land use reviews. As used in the conditions, the term "applicant" includes the applicant for this land use review, any person undertaking development pursuant to this land use review, the proprietor of the use or development approved by this land use review, and the current owner and future owners of the property subject to this land use review.

Appealing this decision. This decision may be appealed to the Hearings Officer, which will hold a public hearing. Appeals must be filed **by 4:30 PM on February 27, 2018** at 1900 SW Fourth Ave. Appeals can be filed at the 5th floor reception desk of 1900 SW 4th Avenue Monday

through Friday between 8:00 am and 4:30 pm. **An appeal fee of \$250 will be charged**. The appeal fee will be refunded if the appellant prevails. There is no fee for ONI recognized organizations appealing a land use decision for property within the organization's boundaries. The vote to appeal must be in accordance with the organization's bylaws. Assistance in filing the appeal and information on fee waivers is available from BDS in the Development Services Center. Please see the appeal form for additional information.

The file and all evidence on this case are available for your review by appointment only. Please call the Request Line at our office, 1900 SW Fourth Avenue, Suite 5000, phone 503-823-7617, to schedule an appointment. I can provide some information over the phone. Copies of all information in the file can be obtained for a fee equal to the cost of services. Additional information about the City of Portland, city bureaus, and a digital copy of the Portland Zoning Code is available on the internet at www.portlandonline.com.

Attending the hearing. If this decision is appealed, a hearing will be scheduled, and you will be notified of the date and time of the hearing. The decision of the Hearings Officer is final; any further appeal must be made to the Oregon Land Use Board of Appeals (LUBA) within 21 days of the date of mailing the decision, pursuant to ORS 197.620 and 197.830. Contact LUBA at 775 Summer St NE, Suite 330, Salem, Oregon 97301-1283, or phone 1-503-373-1265 for further information.

Failure to raise an issue by the close of the record at or following the final hearing on this case, in person or by letter, may preclude an appeal to the Land Use Board of Appeals (LUBA) on that issue. Also, if you do not raise an issue with enough specificity to give the Hearings Officer an opportunity to respond to it, that also may preclude an appeal to LUBA on that issue.

Recording the final decision.

If this Land Use Review is approved the final decision will be recorded with the Multnomah County Recorder.

• *Unless appealed*, the final decision will be recorded after **February 27, 2018** by the Bureau of Development Services.

The applicant, builder, or a representative does not need to record the final decision with the Multnomah County Recorder.

For further information on your recording documents please call the Bureau of Development Services Land Use Services Division at 503-823-0625.

Expiration of this approval. An approval expires three years from the date the final decision is rendered unless a building permit has been issued, or the approved activity has begun.

Where a site has received approval for multiple developments, and a building permit is not issued for all of the approved development within three years of the date of the final decision, a new land use review will be required before a permit will be issued for the remaining development, subject to the Zoning Code in effect at that time.

Applying for your permits. A building permit, occupancy permit, or development permit may be required before carrying out an approved project. At the time they apply for a permit, permittees must demonstrate compliance with:

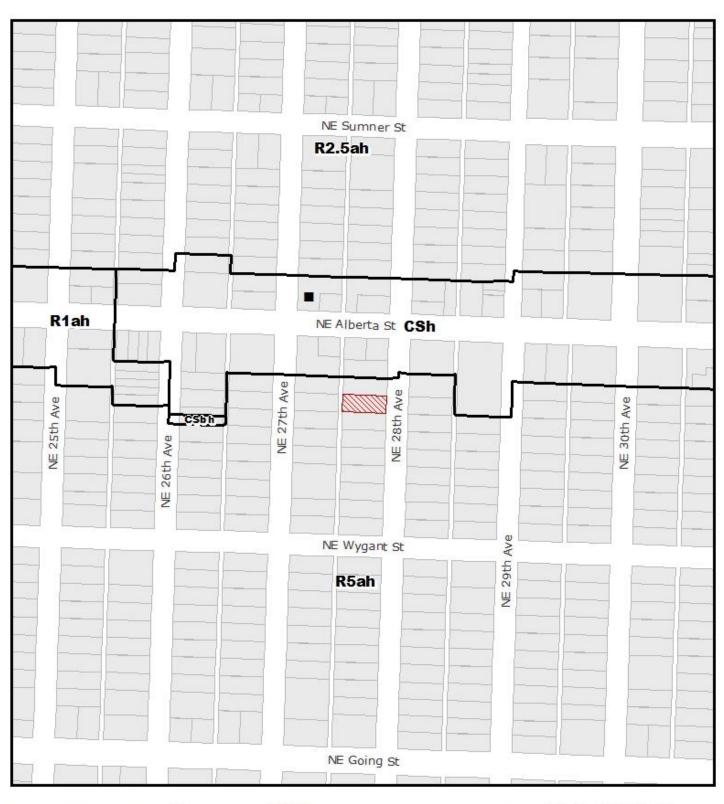
- All conditions imposed herein;
- All applicable development standards, unless specifically exempted as part of this land use review:
- All requirements of the building code; and
- All provisions of the Municipal Code of the City of Portland, and all other applicable ordinances, provisions and regulations of the City.

EXHIBITS

NOT ATTACHED UNLESS INDICATED

- A. Applicant's Statement
- B. Zoning Map (attached)
- C. Plans/Drawings:
 - 1. Site Plan (attached)
 - 2. Floor Plans (attached)
- D. Notification information:
 - 1. Mailing list
 - 2. Mailed notice
- E. Agency Responses:
 - 1. Bureau of Transportation Engineering and Development Review
 - 2. Bureau of Environmental Services
 - 3. The Life Safety Review Section of BDS
 - 4. Bureaus responding with no concerns
- F. Correspondence: None
- G. Other:
 - 1. Original LU Application and receipt
 - 2. Incompleteness determination letter, dated November 6, 2017

The Bureau of Development Services is committed to providing equal access to information and hearings. Please notify us no less than five business days prior to the event if you need special accommodations. Call 503-823-7300 (TTY 503-823-6868).



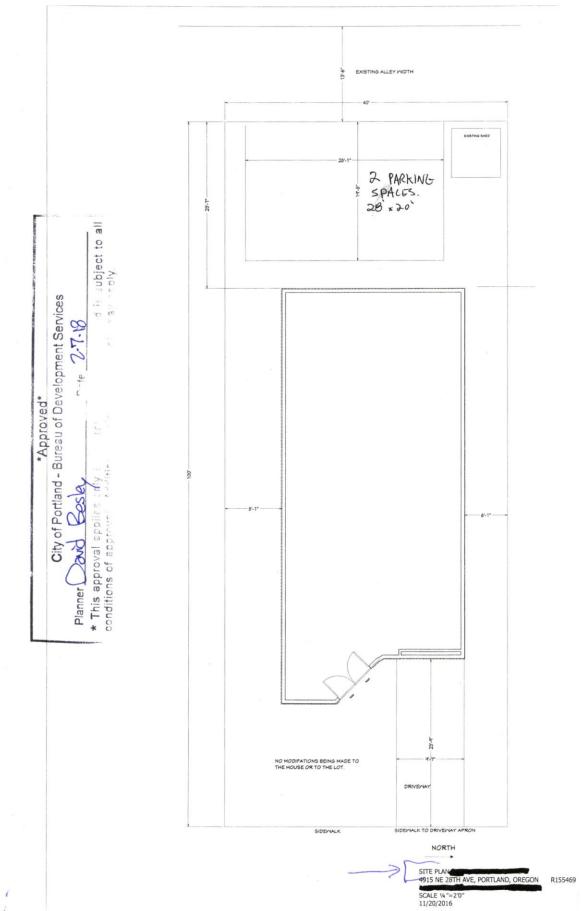
ZONING ANDREH



Site

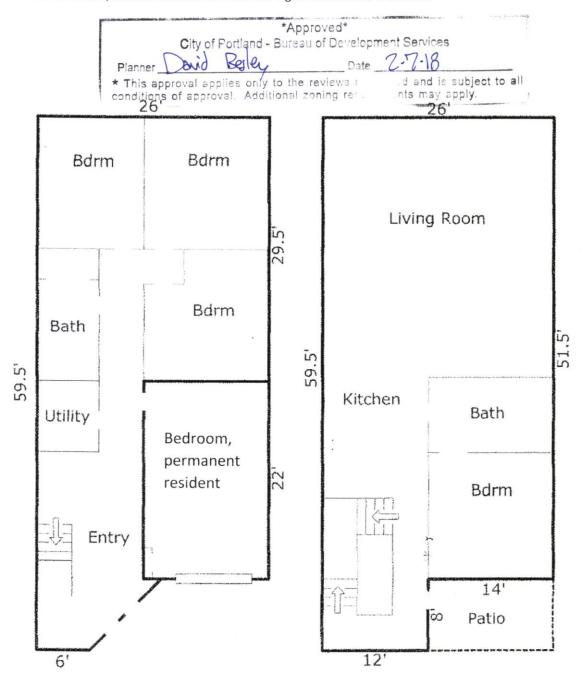
Historic Landmark

LU 17-259760 CU File No. 2533 1/4 Section 1 inch = 200 feet Scale 1N1E24BC 2200 State ID Exhibit Oct 26, 2017



CASE NO.17.259780 CU EXHIBIT C-1

The floor plan below shows the first floor on the left and the second floor on the right. The permanent resident currently has the bedroom in the lower right room on the first floor.



Exh. C.Z LU17-259760CU